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actual present situation of the Negro, and the problems growing out of the presence in a white civilization. The author has sought to present to the ordinary reader the things he has seen and heard in his travels. In this he has been very successful and the book is very readable. He does not hesitate to describe things both good and bad, but he is never drawn into extreme statements of opinion. His attitude is that of a careful observer, his style that of a trained journalist. Mr. Baker has evidently read much of the best literature on the subject, yet he seldom refers to any other studies and gives no bibliography. Naturally many people will not agree with various conclusions, but it is evident that the author has tried to be fair.

The work is divided into three parts. I, The Negro in the South (five chapters, 129 pages); II, The Negro in the North (two chapters, 28 pages); III, The Negro in the Nation (seven chapters, 157 pages). Mr. Baker insists that the problems growing out of the presence of the Negro are national problems, having varied local aspects.

The book begins with a description of the Atlanta riot and the measures of co-operation resulting therefrom. The Southern Negro and his life both in the city and the country are described. Here Mr. Baker gives unstinted praise to the Southern white man. Too little attention is given to the Negro in the North perhaps. In the third part the discussion touches both sections of the country. The significance of the newer political growth of the South is shown. So too, the disastrous result of teaching a generation that law can be safely ignored, is brought out. Race prejudice grows, the author believes, out of natural racial repulsion and jealousy because of competition. It thrives in ignorance. Only broad toleration, respect for the development of fellow man, can overcome it. Much is now charged to the Negro, as a Negro, which should be charged to the Negro as an ignorant and untrained man. The book has a good tone. The author is not a pessimist. The illustrations are numerous and excellent. Altogether it is a book to be read with profit, even though no specially new conclusions are reached.

CARL KELSEY.

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Bentley, A. F. *The Process of Government.* Pp. xv, 501. Price, \$3.00.
Chicago: University of Chicago Press, 1908.

This interesting and comprehensive volume is very indicative of a changed attitude towards the study of social institutions. The question the student should ask is, "How," not "Why," men have constructed their societies? Von Jhering fails precisely at this point. No one has full understanding of the conditions under which men have acted. Sociology will become an established science only when the conditions are absorbed into the action.

Social changes are the results of new opportunities—are not changes in character. This age condemns the cruelties of other ages, but practises other forms itself. We cannot explain the changes in terms of human nature nor

by instinct. Here the author criticises many recent writers—Westermarck for his use of instinct, and several others for their interpretations of human nature—special attention being given to Small, whose work the author evidently dislikes on general principles. Nor yet can solid ground be reached via the road of individual feelings and ideas which Dicey took. The result of preconceived notions is rhapsody, not study. The social will must be considered as a process not as an organ. Political science has been barren because it has merely analyzed forms. Our study must be the social activity itself. Feelings, ideals, etc., are not ignored or denied—they merely “vanish into the activity.” We must deal with felt things, not with feelings, with intelligent life, not with idea ghosts.

The above discussion covers Part I, five chapters, 172 pages. The balance of the book (Part II), is devoted to an “Analysis of Governmental Pressures.” The raw materials are the actions of men, not any supposed explanation or justification of actions. It is not found in law books but “only in the actually performed legislating, administrating, adjudicating activities of the nation.” In order to be scientific, Mr. Bentley even calls the “social environment” an “absurdity.” But if, as he says, “The social environment is merely an aspect of the raw material, itself a social fact,” his criticism appears to lose force. The point the author really has in mind is that the individual is not to be taken as a unit. “The forces and pressures at work are great masses, groups of men.” A man’s “ideas” are really the product of the group. They always reflect the group, “can be stated in terms of the group.” Yet this does not mean that there are fixed class lines as the socialist claims. Viewed in his many relations a given man belongs to many groups. Of these groups the political is most easily studied. By a “group,” the author means “a certain portion of the men of a society, taken, however, not as a physical mass, cut off from other masses of men, but as a mass activity.” Hence we can understand groups only when explained in terms of other groups.

At a given time groups are in conflict over some matter. When one group fights for a policy because it claims that it is all important to the nation, it really means that it should be so considered, but is not. Even “all forms of individual leadership require statement in ‘group terms.’” There is nothing peculiar, then, about the existence of a “boss,” in America—he but represents a group. Seeking its own interests, the machine tends to press toward the danger line till other interests are aroused and it is forced to change. So the demagogue representing short-lived interests quickly disappears.

Government then represents certain interests. It is easy to over-emphasize racial differences in explaining political institutions, when “pressure” is brought to bear on the government it is by some group. “Political phenomena have no peculiar technique—qualitatively or fundamentally all their own.” Their peculiarities “are merely a special forming or working up of the common material.”

Similar digests of the ideas of the author could be continued at length did space permit. Suffice it to say that in succeeding chapters on “Law,” “The Classifications of Government,” “The Separation of Governmental Agencies,” “The Pressure of Interests in the Executive, the Legislature, the Judiciary”

"Political Parties," *et al.*, the author continues his study with extremely suggestive results.

Mr. Bentley has rendered an important service by working over the material from this standpoint. In political life he finds two types of groups, "discussion" and "organization." Both are everywhere present but in the working out of actual policies the latter form seems to be vastly more important.

It is the reviewer's belief that Mr. Bentley is on the right track no matter how far short he may fall in many of his conclusions. The method is too new, the evidence too complex to be mastered at once. In any case we have here a volume which will command respect and provoke thought.

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Channing, Edward. *A History of the United States.* Vol. II. Pp. 614.

Price, \$2.50. New York: Macmillan Company, 1908.

Volume II of Professor Channing's History of the United States covers the century beginning with the restoration of the Stuarts in England and ending with the practical close of the French and Indian War in America. During this period the political institutions of the colonies were permanently established and worked out in detail, and their economic life came to include practically all of the activities undertaken before the industrial revolution of the nineteenth century occurred. There is no more interesting century in the entire history of America.

In this volume, as in its predecessor, Professor Channing relies almost entirely upon source materials. The manner in which this material is used in weaving the fabric of history must command the admiration of all historians. Among the other merits of the book are its clear style, somewhat heavy at times it is true, but always concise and free from attempts at fine writing. The method of treatment is mainly topical, the volume consisting chiefly of a series of illuminating and impartial discussions of the more important subjects or phases of this century of American history.

Professor Channing's work is not without its limitations. His method does not permit of a consecutive or complete historical account of the period covered; however, such a presentation of the history of this century is hardly possible in view of the fact that there were thirteen politically dissociated governments in America, each having its own economic, and to some extent its own religious life, and each having complex relations with the mother country. Probably Professor Channing's treatment is the only practicable one, although it may prove possible to bring about a greater degree of historical integration than has yet been accomplished.

The most obvious shortcoming of the book is in the treatment of social and economic questions. Religious topics are adequately and admirably considered; but this can hardly be said of other social topics. The one short